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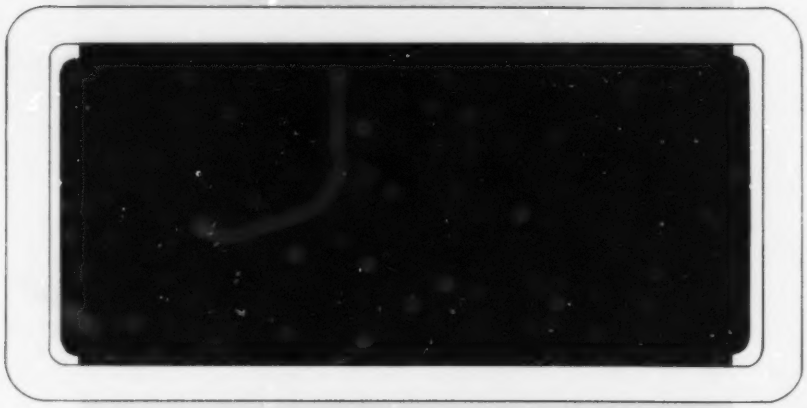

CANADIAN COUNCIL ON SOCIAL DEVELOPMENT

CONSEIL CANADIEN DE DÉVELOPPEMENT SOCIAL

THE CANADIAN COUNCIL ON SOCIAL DEVELOPMENT

Founded in 1920, the Canadian Council on Social Development (CCSD) is an independent, national, non-profit organization. Through research, policy analysis, community consultation and information sharing, the CCSD provides a forum for citizen participation in the formulation of progressive social policies.

The CCSD is the only national organization whose mandate and involvement embrace all aspects of social development and social policy. Since its beginning, the Council has been actively involved in the evaluation of existing programs, the identification of essential improvements, and the promotion of needed developments. It has been a positive, non-partisan advocate of social measures such as universal inoculation, pensions, unemployment assistance, worker's compensation, medicare, legal aid, daycare, and social and cooperative housing. The Council played an active role in the development of the Canada Assistance Plan and the Child Tax Credit, and has been a promoter of the Guaranteed Annual Income concept, self-help, voluntarism and community economic development.

The CCSD is not a "think tank". It **is** the only national social research, advocacy and policy organization with an open public membership. CCSD's analyses, opinions, research and information reflect not only highly professional technical work but also the active analysis and shared experience of its broadly representative membership.

The Council's diverse membership includes concerned individuals as well as representatives from business, labour, government, public and private service organizations, voluntary associations and institutions. An annual meeting of the membership reviews the year's program and financial activities. Council activities are directed by a voluntary, 39-member Board of Governors. Board members are formally elected at the annual meeting for terms of one, two and three years.

The CCSD is a major publisher in the field of social development. Publications include books, research reports, policy briefs and occasional papers, as well as four bilingual periodical publications: **Perception**, Canada's social development magazine; and three quarterly national newsletters — **Overview**, reviewing current developments in social policies and programs; **Initiative**, serving the self-help community; and **Vis-à-vis**, exploring family violence issues.

National headquarters of the CCSD are located at 55 Parkdale Avenue, Ottawa, Ontario, K1Y 4G1. Tel: (613) 728-1865; FAX: (613) 728-9387. CCSD also has a Quebec office, located at 1074 Berri St., Montreal, Quebec, H2L 4X2. Tel: (514) 288-1687; FAX: (514) 288-6723. Membership information is provided on the inside back cover.

LE CONSEIL CANADIEN DE DÉVELOPPEMENT SOCIAL

Fondé en 1920, le CCDS est un organisme national indépendant à but non lucratif. Le Conseil encourage les citoyens à participer à l'élaboration de politiques sociales progressistes par des recherches indépendantes, des analyses de politiques, des consultations communautaires et la diffusion d'information.

Le CCDS est le seul organisme national dont le mandat et le secteur d'activités recouvrent tous les aspects du développement et de la politique à caractère social. Depuis ses débuts, le Conseil participe activement à l'évaluation des programmes actuels, à l'identification des améliorations nécessaires et à la promotion des solutions indispensables. Il s'est fait le porte-parole positif et non partisan de mesures sociales telles que les vaccins universels, les pensions, l'aide aux chômeurs, l'indemnisation des accidentés du travail, l'assurance-santé, l'aide juridique, les garderies, ainsi que le logement social et coopératif. Le Conseil a participé activement à l'élaboration du Régime d'assistance publique du Canada et du crédit d'impôt pour enfants; il a de plus appuyé les concepts du revenu annuel garanti, de l'entraide, du bénévolat et du développement des ressources communautaires.

Le CCDS est le seul organisme national de recherche, de politiques sociales et de représentation qui recrute ses membres parmi le public. L'information, les analyses, opinions et recherches produites par le Conseil découlent non seulement d'un travail technique hautement professionnel mais aussi de la réflexion et de l'expérience de membres qui représentent tous les intérêts promus par le Conseil.

Le CCDS compte des personnes intéressées et des représentants d'entreprises, de syndicats, de gouvernements, d'établissements, d'associations bénévoles, ainsi que d'organismes publics et privés offrant des services. Les membres du Conseil se réunissent chaque année afin d'examiner le programme et les activités financières du CCDS. Un bureau des gouverneurs composé de 39 membres bénévoles dirige les activités du Conseil. Les gouverneurs sont élus officiellement lors de la réunion annuelle pour un mandat d'un, deux ou trois ans.

Principal éditeur dans le secteur du développement social, le CCDS publie notamment des livres, des comptes rendus de recherches, des mémoires de politiques, des documents de réflexion, de même que quatre périodiques bilingues: **Perception**, magazine canadien sur le développement social; et trois bulletins nationaux trimestriels: **Perspectives**, sur l'actualité sociale nationale; **Initiative**, sur les groupes d'entraide et **Vis-à-vis**, sur la violence familiale.

Le siège social du CCDS est situé au 55, av. Parkdale, Ottawa (Ontario) K1Y 4G1. Tél: (613) 728-1865; Télécopieur: (613) 728-9387. Le CCDS a aussi un bureau du Québec à Montréal, situé au 1074, rue Berri, Montréal (Québec) H2L 4X2. Tél: (514) 288-1687; Télécopieur: (514) 288-6723. On trouvera des détails complémentaires sur l'adhésion à l'intérieur de la couverture arrière.

SAFER COMMUNITIES

- AN EMERGING CANADIAN EXPERIENCE -

DRAFT

Canadian Council on Social Development

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CHAPTER 1

INTRODUCTION

What can we do to make our communities safer? This question is asked more and more by Canadians. For many, the obvious answer is more cops, courts and corrections. But it is becoming clear that this type of response is not enough: if we are to succeed in improving the quality of life in Canadian communities, we will need to do much more to prevent crime and its underlying social causes.

Some communities have begun to address these concerns more systematically through the development of "safer communities" strategies. These strategies employ alternatives to the traditional criminal justice approaches. They include various preventive measures such as environmental design and reduction of opportunities to commit crime through block parent and community watch programs and providing appropriate lighting on streets, buildings and public transportation systems. They also include what is known as "target-hardening" -- making potential crime targets less inviting -- such as putting better locks on houses. Finally, there are targeted social programs directed to the underlying social and personal causes of chronically criminal behaviour. In recent years, these approaches, known as "crime prevention through social development" (C.P.S.D.) have received national and global recognition as important components of comprehensive safer communities strategies.

The C.P.S.D. approach to creating safer communities will be the major focus of this booklet. The safer communities strategy has been adopted largely as the result of the following concerns:

- **the recent rise in Canada's crime rates.** Although there is considerable variation from one community to another, the national rates are increasing. In 1988-89, there was a significant increase in violent crime.

- **the increasing fear of crime, especially among women and the elderly.** Recent polls suggest that fear of crime is becoming a more significant factor in the quality of life of Canadians. In fact, the fear of crime appears often to outweigh the actual crime problem. In a 1988 Decima poll, two out of three Canadians said that by the year 2000, it would not be safe to walk around in our cities. Similarly, government surveys in urban areas show that one in two women and two in three elderly Canadians are afraid to go out in their own neighbourhoods after dark.
- **the knowledge that most criminal offences are committed by a few**

chronic offenders. Furthermore, given what is known about the social and personal circumstances of these individuals, it is clear that these circumstances could be addressed through targeted social programs.

- the high costs of Canada's traditional response to crime. It is apparent that the $7 billion we now spend on policing and prisons has not solved the problem, and budget deficits make it impractical to simply keep spending more. It is essential, therefore, that we develop more cost effective strategies by broadening the range of activities to include preventive approaches that will have longer term benefits.

The safer communities strategy does not discard entirely the traditional methods of limiting crime. However, it focuses mainly on environmental design and targeted social programs elements of the C.P.S.D. approach that stress tackling the underlying causes of crime: poverty, inconsistent parenting, family violence, inadequate education, unemployment, and drug and alcohol abuse. The C.P.S.D. strategy encompasses a wide range of activities and programs to address these conditions such as:

- parenting programs;
- child abuse programs;
- transition homes for battered women;
- neighbourhood improvement programs, especially in public housing areas;
- programs to improve public respect for vulnerable groups such as the elderly, the disabled and visible minorities;
- literacy programs;
- health promotion to combat drug and alcohol abuse; and
- employment programs.

The safer communities approach is based on certain principles:

- the community is the focal point of effective crime prevention. Governments at all levels should support community-based, anti-crime efforts designed to meet local needs and match public attitudes and resources. Elected officials at all levels must exercise leadership and

assume responsibility for preventing urban crime.

- the community response needs to be more comprehensive than that provided currently by our criminal justice system. The response must be long term in perspective while still answering immediate needs.

- crime prevention should marshal individuals from a range of sectors to tackle the situations that breed crime. Appropriate sectors include housing, social services, recreation, schools, policing and the criminal justice system.

- crime prevention efforts must be supported by the whole community. Community leaders should encourage solidarity among community members in preventing crime.

- the safer communities strategies should be linked to other community development efforts, especially "healthy communities" projects.

About The Booklet

This booklet is based on the observations and experiences of selected communities across Canada that participate in the safer communities initiative and illustrate different approaches to the program. The Canadian Council on Social Development was contracted by the Department of Justice and the Ministry of the Solicitor General of Canada to support a number of community-based consultations. These consultations were designed to help selected communities develop a greater appreciation for the comprehensive approach to crime prevention. They were also intended to inform the communities about various methods of applying such an approach to their communities, taking into account the organization and coordination of each community's existing policies, programs and services. The assignment focused primarily on C.P.S.D. strategies as major elements of efforts to promote safer communities.

The communities were selected for their evident interest and their experience in establishing relevant initiatives. The Council provided support and resources. The consultations involved ten communities and cities of which seven appear as case studies in this booklet. They were selected on the basis of the following criteria:

- evidence of municipal government leadership in addressing safer community interests through various organizational models such as the development of a Social Development Board in Prince George under the leadership of the mayor or the enhancement of the Crime Prevention

Council in Ottawa;

- existing efforts to encourage greater involvement of social development agencies in C.P.S.D., particularly through the efforts of interagency networks, social planning bodies and "healthy community" projects in communities such as Edmonton, Victoria and Ottawa;

- evidence of community involvement in modernizing its police operations, specifically through various "community policing" programs;

- active involvement of key participants in relevant national organizations. This multiple involvement should generate further interest in community-based C.P.S.D. by national organizations concerned with criminal justice and social development issues; and

- the possibility of building on existing community resources and organizations to promote the C.P.S.D. concept.

The selection process had to exclude many communities including Halifax and Montreal that are developing safer community strategies.

This booklet is directed to those who participated in the consultations and others interested in this initiative, including policy makers. The booklet is intended to assist participating communities in further information sharing and networking and assist other communities in developing an approach to safer communities.

Organization Of The Booklet

The booklet is divided into an introduction, two chapters and two appendices. Chapter 2 explains the meaning of crime prevention through social development and explores both the evolution of the safer community strategy and recent trends in its application in Canada. Chapter 3 presents some key observations about the development of a safer community strategy, drawn from the experiences of selected communities. These experiences are described in Appendix 1 in several summarized case studies. Appendix 2 lists relevant resources dealing with the safer community strategy, with an emphasis on crime prevention through social development.

CHAPTER 2

THE EVOLUTION OF CRIME PREVENTION THROUGH SOCIAL PROGRAMS

Most crime prevention work in the l960s relied on reducing risk through law enforcement and corrections, and on removing opportunities for crime to occur by improving security precautions. Since 1960, Canada has spent a growing proportion of its resources on criminal justice. A major part of the increase has gone to more police and prisons, with little apparent reduction in crime. Although studies of the effectiveness of police patrols and detective functions are of somewhat limited reliability, they have raised questions about whether crime can be reduced substantially through investment in these areas alone. Only 15 to 20 percent of crimes known to police ever go to court, and an even smaller percentage lead to convictions. Clearly, it is difficult to reduce crime significantly through policies that focus exclusively on identifying and punishing offenders. Moreover, evaluations of rehabilitation programs have concluded that even for those convicted, current correctional approaches are often unsuccessful in reducing the likelihood of repeat offences.

While the combined efforts of the police, courts and corrections may contribute to the control of crime by deterring potential offenders, studies have been unable to show any significant or lasting effect on the incidence of crime resulting from increases in penalties. The stricter penalties in fact appear to deter those who do not need to be deterred.

The growing awareness of the limitations of depending solely on policing, the courts and corrections to stem crime led to the development of urban planning and architectural innovations in the 1970s. Buildings and living spaces were designed so that natural surveillance, casual barriers and knowledge of neighbours would reduce crime.

In the 1980s, Canadians were encouraged to participate in programs designed to reduce the opportunities for crime, such as Block Parent and Neighbourhood Watch programs. They were invited to contact local police forces with information through Crime Stoppers. People were also told how to protect themselves from crime by following police advice, purchasing home alarms and taking other steps to make their property harder to enter.

Although these initiatives are important, they have experienced only limited success, owing partly to the fact that few resources have been committed to these programs. Furthermore, while these programs may eliminate for many people, the temptation to

commit isolated acts, they have little deterrent value for the persistent or chronic offender. These programs often reduce crime in one area only to have the crime "move on" with the offender.

The Chronic Offender

The majority of crimes in Canada are committed by a small number of chronic offenders. Several recent scientific studies examining the causes of crime have identified the most common personal factors associated with crime. Many people commit one or two delinquent acts in their lifetimes, typically during adolescence. However, individuals involved persistently in serious offences tend to differ from the average person in specific ways and to be disadvantaged in several areas of their lives.

Studies over a period of years of child and personal development have identified some of the factors associated with this persistent delinquency. It is clear that persons involved in a wide range of different crimes, particularly those involving personal threat to other persons, are more often young males born into economically disadvantaged situations. Further, there is a sub-group that is responsible for most offences committed by such males. It tends to have experienced inconsistent and uncaring parenting, had difficulties in school, and was short of suitable friends.

These research findings point to the need for a more comprehensive approach to crime prevention. It should include the use of targeted social development programs to influence, during their developmental years, the social environment and personal behaviour of those at risk of becoming chronic offenders.

Crime Prevention through Social Development

The concept of crime prevention through social development emphasizes the use of social development initiatives targeted toward risk groups who are socially and economically disadvantaged, and who also experience family, school and community problems. This approach stresses the importance of preventing a broad range of social conditions that contribute to the likelihood of chronic delinquency. It underscores the value of early intervention among individuals at risk. The initiatives that comprise C.P.S.D. call on a variety of social programs, including social services, income security, health services, education, social housing and employment preparation.

Focusing on the individual at risk represents only one approach to crime prevention. It is also possible to alter basic social factors -- such as family income and poor housing -- through a variety of measures designed to increase motivation toward self-sufficiency.

Whatever measures are employed, it is increasingly apparent that initiatives must be focused and coordinated. In the past, some advocates of the social approach to crime prevention argued that general social development programs directed toward the disadvantaged -- such as general education -- would reduce crime. However, it has been demonstrated that in order to prevent crime, social development activities must be specially designed for those who are most vulnerable. The activities must also be readily accessible to recipients, and therefore, may require outreach components. These requirements present no small challenge to the organizers of social programs.

An effective safer community strategy must, therefore, address both short and long term requirements for protecting the public and reducing the causes of crime. A comprehensive safer community strategy will address the problem of the occasional offender through reduction of opportunities, education, and other appropriate measures. The strategy will also address the root causes of the behaviour of the chronic offender through targeted social programs.

Recent Applications of Crime Prevention through Social Development in Canada

The broad focus of crime prevention through social development necessarily involves many people, including social program practitioners, researchers and policy makers. They engage in a wide variety of activities in areas such as social services, education, housing, recreation, employment preparation, health and criminal justice. The recent trend toward recognizing the value of C.P.S.D. has been evident in the development of partnerships across agency, organizational, professional and volunteer lines.

National Initiatives

Partnerships around the safer communities theme are being fostered at the national level through efforts that have included a national workshop, publications, the European and North American Conference on Urban Safety and Crime Prevention, and federal government activities. Non-governmental organizations, assisted by federal funding, have provided much of the leadership in these national initiatives.

The National Workshop on Crime Prevention Through Social Development

The Canadian Council on Social Development (CCSD) and the Canadian Criminal Justice Association (CCJA) recognized a need for wider acceptance of the crime prevention through social development approach. They initiated a series of activities on the topic, including a three-day national workshop. Approximately 175 researchers, policy makers and practitioners involved in criminal justice, social service, health,

employment, education and housing attended the workshop. The objectives were to explore the C.P.S.D. concept, examine current knowledge in the field and consider future steps to strengthen commitments to the theme.

Developing a National Strategy on Crime Prevention

The development of the National Social Strategy for Crime Prevention for Canada in 1989 was one of the major initiatives signalling the importance of social programs as elements of a comprehensive safer communities agenda. The initiative was sponsored by the Canadian Criminal Justice Association and engaged many prominent national organizations from both the criminal justice and social development fields. The Canadian Association of Friendship Centres, the Canadian Council on Social Development, the Canadian Council on Children and Youth, the Federation of Canadian Municipalities, and the Canadian Association of Chiefs of Police all endorsed the strategy. Central to the strategy is the emphasis on a comprehensive approach to preventing crime and the critical need for social programming.

The European and North American Conference on Urban Safety and Crime Prevention

Some of Canada's crime prevention strategies parallel initiatives taking place at the international level. Many countries face crime problems similar to those of Canada and are trying to address them by sharing information about potential remedies.

In October 1989, Canada hosted the "European and North American Conference on Urban Safety and Crime Prevention." It was organized by the Federation of Canadian Municipalities (FCM), the European Forum on Urban Security and the U.S. Conference of Mayors, in collaboration with the Montreal Urban Community, five international organizations of cities and over 30 other partners. Close to a thousand participants from over 30 countries attended the Conference. The participants reflected a wide range of civic leaders, police executives, judges, urban planner, criminologists, and representatives of governments and national organizations, among others.

The discussions and plenary sessions culminated in a final declaration adopted unanimously by the Conference and the three organizing agencies. The Agenda for Safer Cities proposed concrete action to prevent property and violent crime, reduce the demand for drugs, and decrease the feeling of insecurity in cities. Specific strategies were based largely on the concept of crime prevention through social development. Another major point of interest for Canada was an emphasis on developing and nurturing collaborative team approaches to crime prevention.

Concerned national organizations have produced numerous publications underlining the

primacy of social development in preventing crime. These documents are intended to stimulate public awareness and encourage policy makers and practitioners to recognize the C.P.S.D. perspective. They often suggest how to develop community strategies for crime prevention. Among some of the more noteworthy are:

- Crime Prevention Through Social Development - A Discussion Paper for Social Policy Makers and Practitioners. This widely distributed booklet produced by the Canadian Council on Social Development and the Canadian Criminal Justice Association is intended to stimulate discussion and action on reducing crime through social development.

- Safer Tomorrow Begins Today, produced by the Canadian Council on Children and Youth, discusses the promotion of safer, healthier communities through early investment in children. It notes the findings of research on high risk children, explores initiatives that address these children and offers suggestions for developing effective programs.

A selection of other major publications is found in the bibliography in Appendix 2.

Federal Government Efforts

The federal government has been involved actively in supporting many of the national, regional and community-based efforts to explore, publicize and promote community-based crime prevention strategies. Indeed, most of the initiatives discussed in this chapter have been funded at least partly by the federal government.

The federal government has also demonstrated considerable leadership in developing cross-departmental policies and programs for dealing with crime prevention. The national strategies dealing with substance abuse, family violence, drinking and driving, and the sexual abuse of children reflect collaboration by many departments to develop a team approach that balances law enforcement, social prevention, treatment, and rehabilitation programs.

Regional, Provincial and Municipal Activities

Regional Initiatives

Certain regions of the country have been involved closely in action for crime prevention through social development. Their activities have included regional meetings and conferences to share information and build collaborative teams within the region. These

meetings have all emphasized community-based action.

A regional conference held recently in Richmond, B.C., called "Building Safer Communities: An Integrated Approach," illustrates the processes involved in regional development and the issues being addressed in the C.P.S.D. concept. The planning committee for the conference was composed of a coalition of diverse organizations, ranging from community groups to federal and provincial government agencies. It reflected both traditional crime prevention groups such as the RCMP and the police and new organizations such as the Committee for Racial Justice and the B.C. Council for the Family. The conference agenda encompassed the broad scope of regional interests. The topics included traditional approaches to crime such as police work and the correctional system, along with more recent C.P.S.D. approaches such as early investment in children and community-based policing.

Other similar meetings have been held or are being planned across Canada dealing with topics like Urban Safer Communities Strategies, the Role of Police in a Safer Community Strategy and Preventing Crime in Northern Canada.

Provincial Initiatives

Canadian provinces have begun to redefine their conventional understanding of crime prevention. For instance, Quebec's Department of Public Security supports regional crime prevention committees throughout most of the province that identify priorities, plan activities, and mount special programs for crime prevention.

Meanwhile, Manitoba is considering the creation of a provincial crime prevention council. It would build up on already high levels of interest among a province-wide network of social services, businesses, unions, educators, seniors, and legal, community, ethnic and cultural groups. The province has publicly committed itself through legislation to the concept of community and neighbourhood-based crime prevention.

Community Initiatives

Canadian municipalities have also become more involved in crime prevention through socially focused approaches. Among the initiatives launched are recreational programs aimed at combating truancy and programs to address race relations. Many municipalities have already established committees, networks or councils for crime prevention. Others have created working groups to study problems such as drug consumption among the young, the sexual abuse of children, and violence against women or are in the process of developing safer communities programs. Community agencies such as John Howard Societies, YM-YWCA's, Child Welfare Services, schools

and social housing programs are also endorsing the C.P.S.D. philosophy in their programs and interagency activities.

A New Initiative

Safer Communities: A Social Strategy for Crime Prevention in Canada

The European and North American Conference on Urban Safety and Crime Prevention forged new partnerships among governments and national organizations. The Federation of Canadian Municipalities (FCM), backed financially by the federal government, intends to sustain the new partnerships and the momentum begun at the national meeting by giving the theme of safer communities greater direction through a major new program.

The main objectives of this Urban Safety and Crime Prevention Program are to improve the quality of life and economic health of Canadian communities by ensuring that people can live and work in communities safe from crime. Its immediate focus will be to reduce property and violent crime, lower the demand for illicit drugs, and lessen feelings of insecurity. Priority will be given to strategies that aim to reduce offences that cause the most trauma such as sexual assault against women and violence against women, children, the elderly, and visible minorities. The cornerstone of these strategies is to establish interagency networks and increased community collaboration.

This program is expected to include: the promotion of models for safer cities; the publication of a series of "how to" manuals; a resource centre and consultation service; the development of recommendations for national and international action; the promotion of the importance of prevention; and evaluation of the program.

The FCM program calls for the empowerment of communities to help themselves through local initiative. However, the program itself intends to provide only the tools -- the initiatives themselves must be generated locally. The program is rooted in the recognition that municipal leaders are often in a singular position to steer local approaches to combating crime. They have direct influence over numerous programs and policies affecting community design, child care, housing, recreation, and policing, all of which ultimately affect safety and crime. Municipal leaders are well positioned to assess the early effects of federal or provincial policies and they can make other governments aware of necessary measures.

Related Trends

Across Canada community-based initiatives are taking place that are noteworthy for their development of safer community strategies. They include community health and social planning activity, local economic initiatives directed by community groups, and social housing programs directed by tenants, targeted especially toward family development, youth and crime prevention. Two emerging trends that are often helpful in planning a safer community strategy are healthy community projects and community policing.

The Canadian Healthy Communities Project

This project is led jointly by the Canadian Institute of Planners, the Canadian Public Health Association and the FCM. It encourages municipal governments to join with urban planners and public professionals, police, recreation organizers, social services and housing officials and others to collaborate in creating a healthy community.

Healthy Community projects are not health projects/programs in the conventional sense of the word. They are perhaps better understood as a tool for good municipal management -- a model for integrating the powers of all municipal departments, the community and the private sector in seeking solutions to major urban problems.

These problems are referred to as "health" issues because unless they are solved we will have unhealthy communities. They include the state of our environment, the aging of our population, the future of work for our children, and societal violence -- all issues that have a direct impact on the quality of our lives.

This fundamental theme of health, adopted by the healthy community projects, is part of and has influenced strongly the development of many safer communities projects. There are numerous instances where the two types of projects have joined forces to confront a specific crime problem such as vandalism or address various social and health issues such as social housing and the community's poor people. The prevention of crime is often regarded by healthy communities projects as integral to developing healthier communities. In general, these projects require a commitment from the municipal government, development of a community strategy, participation of organizations from various sectors, meaningful community participation, and evaluation.

Community-Based Policing

In recent years, Canadians have witnessed a new trend in policing, generally called "community policing." Police departments are re-establishing traditional contacts with

the community and placing greater reliance on it. Citizens, community organizations and agencies are becoming partners with police in addressing public safety, crime prevention and law enforcement.

Many community policing initiatives are elements of a decentralized approach that gives residents the opportunity to be involved in determining police policy. Strategies can include:

- organizational decentralization of a police department;
- training that emphasizes problem-solving;
- constant neighbourhood presence by means of foot patrols, store-front operations, etc.; and
- community participation in crime prevention through "watch" programs, social programs, and community advisory mechanisms.

The strategies adopted by community policing initiatives and those proposed by safer communities projects have numerous common elements. The commonalities include finding ways of encouraging collaboration and coordination with other community agencies, using problem-solving that focuses on understanding the underlying social issues related to crime, and investing in a variety of community programs.

Conclusion

Canada has taken significant steps over the past decade to develop community-focused safer community strategies. These strategies emphasize the importance of social programming, collaborative participation of all sectors and an outlook that balances law enforcement, social prevention and treatment of offenders.

CHAPTER 3

HOW TO DEVELOP A SAFER COMMUNITY INITIATIVE - SOME SUGGESTIONS

The experience of communities that have developed safer communities strategies suggests that certain steps help to ensure success. This section of the booklet is intended to assist communities in formulating safer community strategies based upon interventions in social development. Although some communities may have distinctive ideas about fashioning a safer community, common issues remain that have widespread relevance. This section provides background to these issues and outlines approaches to developing strategies. Examples of these approaches are illustrated in the case studies found in Appendix 1.

As noted earlier, a safer community strategy can be characterized as:

- one that leads the community to an understanding of its current and long-term crime situation;

- one that persuades community organizations responsible for various aspects of crime prevention to develop and implement crime prevention responses that address both public safety concerns and the underlying causes of crime.

Although the methods may proceed from different starting points, the basic elements, philosophy, and major participants are generally similar.

Fitting a Strategy to a Community Agenda: An Initial Assessment

What issues might stimulate action?

Most communities that have adopted a safer community strategy have taken considerable care to elaborate strategies around issues that concern the community. It is important at the outset to explore how a safer communities strategy can fit into an existing community agenda. Do the concerns contained in a safer communities strategy reflect the community experience.

Canadian communities intent on improving safety from crime have targeted a range of local issues. To date, these have included community crime rates and patterns, law

enforcement costs, services for young persons at risk or in conflict with the law, substance abuse, family violence, vandalism, youth groups, victimization and fear in seniors social housing, child poverty, and the quality of life of urban natives. These themes have been the subject of community conferences, studies, and press coverage, and have formed the basis for a comprehensive safer community strategy. The strategy may first develop in response to any of these community issues. The key, however, is that the strategy expand to address gradually other problems that may create fear or result in crime. It is also essential that as the strategy evolves, it includes groups and individuals responsible for local law enforcement and crime prevention, and other parties engaged in addressing the social causes of crime.

The initial assessment determines the relevance of the safer community strategy to the concerns of the community. It is vital to the successful development and implementation of a safer community strategy. The community should be thoroughly satisfied that the program is viable and will make a difference. In the initial stages of the strategy, the types of initiatives that should be encouraged are those:

- that can be accomplished and will demonstrate progress;
- for which the required resources can be located within existing structures and organizations;
- that involve the collaboration of a number of organizations.

A useful way to start is by tackling a single issue or a few issues that can be tied to the safer community concept and are likely to be accepted by the community. Remedies should then be developed with key partners in the community such as representatives of organization's already concerned about the issue and which have the power to take action. Now the move can be made toward a broader safer community strategy that secures the commitment of more groups and community organizations.

To take one example, Kelowna began with a committee of city council mandated to deal with weekend riots and the disturbing behaviour of motorcycle gangs in the downtown area. The committee is now investigating all aspects of safer communities, including short and long term crime prevention through social development programs that would involve many community groups.

Fitting the safer community strategy into the context of a community requires assessing the roles of relevant organizations, interagency mechanisms and community activities such as healthy community projects. The assessment must be complete before time and energy are committed to developing a strategy. The general orientation and time frame that are eventually agreed upon for the strategy will depend greatly upon the results of the initial feasibility assessment. At present, some communities are

developing separate organizational mechanisms to manage the strategy. Nonetheless, all support the idea that a safer community strategy should -- to the extent possible -- be implemented through suitable local organizations and community processes.

The assessment exercise should not create new organizational mechanisms that compete with existing organizations. Fortunately, the safer communities theme is usually directly relevant to the mandate and program mix of many organizations and interagency activities in a community. It is, therefore, often a matter of ensuring that the safer community perspective is integrated with programs underway. For example, social housing programs or youth at risk programs can consider the crime prevention possibilities of their activities.

In Victoria, safer community activities, especially those concerned with C.P.S.D., will, in large part, be absorbed by existing interagency mechanisms that already work effectively in many of the same areas. Prince George and Surrey, which have created organizations to develop and coordinate their safer community strategies, depend nevertheless on established agencies to participate in the safer community organization and to deliver C.P.S.D. programs.

Is this the right time to develop a safer community strategy?

Some communities have decided that a safer community project might better be developed at a later date. Their reasons for delay included:

- being in the midst of reorganizing roles and responsibilities among voluntary organizations and their funding bodies, processes that had to be completed before effective collaboration could begin.

- conflict and competition among law enforcement, municipal and voluntary organizations; in short, little evidence of a desire on the part of key players to work together.

- major community initiatives established previously such as combatting child poverty, which meant communities were not ready to expand their efforts to develop a safer community strategy.

These types of concerns should certainly be considered in determining the feasibility and timing of developing a community strategy.

Setting the Stage

How do you bring the players on board?

One of the critical elements of an effective safer community strategy is the collaboration and participation of key organizations that plan, fund and deliver services in social development, law enforcement and criminal justice. Identifying and involving the full range of relevant groups can be challenging. One medium-sized community counted over 120 relevant organizations. One could argue that most community organizations should participate since the process requires an appreciation of the organization's priorities, and of potential sources of leadership and support for a comprehensive strategy.

One approach is to start by identifying organizations that are concerned with the most pressing issues arising out of crime patterns or the fear of crime in the community. For example, women's fear of crime in Toronto has been a major factor prompting strong participation from women's groups in a safer and healthier community initiative in public transportation. The business community's concerns about vandalism and the deterioration of the downtown business core has often led to their vigorous involvement in safer community strategies and related crime prevention initiatives.

Depending upon the community, leadership may come from local politicians, police officials, or representatives of social development and correctional agencies. Regardless of where the initial leadership is found, it is essential that key representatives from local government, police, social development and crime prevention groups be involved at an early stage of the strategy's development.

In most communities, early efforts are made to inform leaders of community organizations concerned with social development and criminal justice and to involve them in the project. Individual and group consultations, explore how well the safer community theme fits within the community, determine the level of support these persons would provide, and designate persons and organizations to assume specific responsibilities.

How do you work with the agencies in your community?

As noted previously, a safer community strategy should wherever possible match the planning, programs and organization implied in the strategy to existing local structures. "Add ons," be they new programs or new organizations, should complement what exists, rather than duplicate efforts.

It is essential to consider the activities of local interagency networks. These networks have grown considerably in many urban communities owing to the proliferation of community-based planning and service programs involved in overlapping interests such as prevention, and increased pressure from governments and other sources for greater efficiency in planning and delivering services.

The agencies and networks usually include those responsible for social and health services, social housing, education and the police. Interagency committees address issues that are often related to crime prevention through social development, including youth at risk, addictions, family violence, sexual abuse of children, single parent families, and poverty. Cooperative efforts in these areas depend generally on coordinated program planning and service delivery.

When a safer community strategy is introduced, especially where it addresses the social causes of crime, it often requires a broader understanding of the strategy's objectives and consequences. Bringing in a crime prevention through social development perspective provides a new "window" on the planning, design and evaluation of a program. For instance, programs that encourage the practice of consistent parenting or social housing could be considered to provide some of the support required to alleviate chronic criminal behaviour among young persons.

These types of linkage need not lead to unrealistic expectations. Targeted parenting programs should be judged primarily on their success in supporting the families involved. On the other hand, the safer community approach can reinforce support and understanding for the value of targeted social programs. This effect has been demonstrated recently in the strong support from many police programs, among others, for initiatives that address child poverty or enhance special needs programs in the schools.

Experiences in developing safer communities show that organizations with little knowledge of each other, and apparently little in common, will band together, and recognize their shared interests and the value of collaboration. Although it takes time to develop a network of community organizations that support the strategy, it can eventually create positive bonds across agency and professional lines.

How can agencies work together?

Organizations with a common interest in safer communities may nonetheless have difficulty relating to each other. This can be the result of many factors:

- Organizations and professionals may not recognize themselves as key players in a safer community strategy. This is often true of

organizations concerned with the social causes of crime; for example, programs for single parent families and social housing. They may need assistance in linking their activity to a safer community agenda and in recognizing their part in the strategy.

- Organizations may have little contact with each other, and may not recognize that they are fighting the same battles.

- Differences among organizations in their cultures, histories, and methods. Professional groups may lack respect for self-help organizations. Police may be uneasy working with mental health professionals and social workers. Service providers often have difficulty working with service planners. These differences can result in fragmentation and competition that frustrates building a community strategy.

- Traditional crime prevention organizations such as law enforcement agencies, may feel challenged if others participate in crime prevention. The perceived threat can arise from concerns about encroachments on "turf" or doubts about the effectiveness of more non-traditional crime prevention methods such as environmental design and targeted social programs.

- Concern among organizations that collaboration in a common strategy could produce resource trade-offs pitting one agency against another. Will the police bid for new technology be lost to new social programs -- or vice versa -- as a consequence of developing a comprehensive community plan?

- Social development organizations may be concerned that close identification with crime prevention could undermine their priorities, which are aimed at enhancing the social well-being and quality of life of their clients.

- Doubts about the appropriateness of certain types of intervention. Are social development interventions effective? Do opportunity reduction programs stop crime or simply transfer the problem to another locale? Is law enforcement an effective deterrent to crime? These concerns are raised frequently about the programs that comprise a safer community strategy.

Given these potential obstacles it is important to promote solidarity among interested organizations while a community strategy evolves. Communities have used a variety

of means to encourage collaboration among groups committed to safer communities.

Victoria held a town hall meeting for representatives from many community organizations. Participants received considerable background information on the CPSD concept and on the value of widespread community participation.

Surrey requested organizations to discuss their specific responsibilities and concerns in crime prevention at a mock public inquiry involving well known persons. These organizations have since developed a formal community network designed specifically to deal with urban safety.

Prince George developed substantial community support for action on the problems of its inner city and young people. The city then moved quickly to develop a coordinating organization, the Social Development Board. It is expected to rally community agencies and organizations as partners in a safer community strategy.

Methods to stimulate local interest in collaboration include:

- ensuring that groups recognize shared responsibilities for particular issues. For example, although police may consider themselves to be involved strictly in law enforcement, they often provide social services such as referral of cases and crisis intervention for victims of violence. Similarly, social agencies often act as law enforcement agents by identifying and reporting family violence, sexual abuse of children and the like.

- making sure organizations are aware that common interests may arise out of unplanned effects of their actions. For example,

  - Self-help seniors groups in Victoria organized themselves to check up on each other owing primarily to fear of crime. But they have also proven their worth in checking on the health status of others, thereby supporting independent living within the health care system.

  - A second example is block parents and neighbourhood watch groups, whose primary objective is to reinforce the security of local residents but who often provide emotional and social support to neighbours and help new comers become part of the community.

  - Encouraging each organization to consider the value of its efforts as part of an overall strategy intended to reflect community needs.

Participants should be aware that the strategy deals with both short and long term goals. Neighbourhoods with high incidences of social problems and criminal behaviour

can design a range of initiatives, including social programs targeted to support families and young persons, self-help opportunity reduction programs (e.g. block parent programs), programs to discourage drug trafficking, and law enforcement against criminal violations. The worth of collective effort should be highlighted in order to discourage comparisons of resources available to participating organizations and programs.

Implementing a Safer Community Strategy

Once the initial community assessment is complete and key players have been persuaded to support the safer community approach, you are ready to begin implementing the strategy. At this stage it is important to inform the wider community of the program and ensure that required resources will be available.

Information Sharing

In order to understand the safer community concept, local people need solid information about its philosophical and scientific underpinnings and what implications it carries for the community. This information should reach not only municipal councils but also organizations that plan and deliver services, community groups and the general public. The local media can be helpful in the latter context.

The information should be presented in a format that is easily understood and clearly applicable to the community. It must paint a realistic picture of your existing and anticipated community crime, including the rates and types of crime and perceptions of their causes. Are they the acts of a few local chronic offenders? Are some patterns a consequence of transient visitors? What crime patterns are expected to unfold based on present crime patterns? What impact might changes in the demography and development of the community have on its crime patterns?

Balance and accuracy in presenting information are essential elements. Incomplete or exaggerated information can provoke misunderstanding in the community. Creating undue alarm or endorsing attitudes that prompt calls for a "war on crime" can spark public demands for the traditional approach of more law enforcement or stricter correctional programs. Clearly, such a consequence would contribute little to developing balanced programs that tackle both the short and long term requirements for a safer community.

Organizations and the general public need information on the wide range of players responsible for the elements of a safer community agenda. The information should clarify the areas where each organization has interests, expertise and responsibility.

This objective can be achieved in various ways. Conferences that present "show and tell" situations, research on agency activities, preparation of materials by community organizations on their role in a safer community strategy, are all among the approaches that have been applied successfully.

Another significant topic is crime and criminal behaviour and how to prevent it. Here, information should include a discussion of traditional crime control through the criminal justice system. It should, of course, also explain the impact of more recent preventive approaches to safety from crime such as environmental design. Most importantly, it should present current scientific knowledge on the social and personal factors influencing chronic criminal behaviour and what social programs might prevent these patterns.

Despite the availability of good information, conveying the safer community concept can be somewhat complicated. Research supporting crime prevention through social development is often new and contentious. The approach is not employed in conventional crime prevention programs. CPSD requires collaboration and cooperation among agencies, professionals and volunteers who frequently have never worked together. It also requires the participation of many existing programs and interagency networks such as those working on healthy community projects. Although the challenge of providing adequate information is substantial, it is vital that such information reach everyone concerned, especially people involved in service delivery such as community police, social workers and others.

Developing The Strategy

In most instances, initial participation in developing the safer community strategy has been limited to senior representatives from municipal government, the police, and key agencies and organizations providing criminal justice and social services. They have usually determined whether a safer community strategy is viable and appropriate, conducted an initial assessment of community potential openness to the theme, developed a participatory forum for consultation on the strategy, and provided support for launching a community strategy.

This "top down" approach has been adopted because the strategy requires extensive cooperation among the local organizations that currently exercise authority and responsibility for social and criminal justice programs. It is essential at the outset that these organizations make a solid commitment to a community strategy. The community strategies are often organized around previous or ongoing community consultations, such as the mayor's committee on poverty in Regina, and the mayor's committee on youth in Prince George.

Most municipal governments are involved directly in the development, funding and management of law enforcement, health and social services. They are responsible for urban planning, including physical environmental design. Municipalities often provide resources to voluntary organizations concerned with social and correctional services, and to voluntary crime prevention groups. In implementing a CPSD strategy, however, the precise sources of leadership and support within a municipality can vary widely. In some communities leadership comes from the mayor, a council committee, or an organization created by the municipality such as a crime prevention council. This is the case, in Regina, Prince George, Kelowna and Ottawa. By contrast, in Calgary, Victoria and Surrey, community agencies want little local government involvement and control, at least in the initial development of their strategies.

In summary, communities have employed different methods of sharing information, of building support and of encouraging participation in the development of safer community strategies. Most of the community approaches to consultation appear successful but none has been evaluated formally. It is by no means clear what works best. Therefore, in establishing a strategy development process it is helpful to cast a wide net and consider what has worked in other communities, along with other techniques for consultation and community development.

Ultimately, the safer community strategy will take shape along the contours of the community's specific characteristics, problems and opportunities. What issues are of primary concern to the community? Which groups are working already on various elements of a safer community strategy? How well do the organizations work together? How much understanding is there about the theory and practice of a safer community strategy?

Finding The Resources For Your Strategy

The basis of organizing a safer community strategy should be a realistic assessment of the human and financial resources that can be committed. Most communities have limited resources to apply to new programs. It is true that safer community initiative may require added program support. But it also requires other steps be taken that do not involve new expenditures.

Participating organizations need to be encouraged to design their programs to dovetail with the safer community strategy. Secondly, there is a general need for greater coordination of effort among community organizations and other interested bodies around the CPSD concept.

Collaborative planning will undoubtedly also uncover areas where new or expanded programs are needed. If entirely new funds cannot be found, financing could be

achieved by transferring support from other community efforts. Although this method presents a challenge, it also creates an opportunity to establish social development priorities in a comprehensive manner.

Fundamental to digging up new funds is a detailed knowledge of the wide range of federal and provincial resources that support research, program development, demonstrations, program evaluations and ongoing service provision. There is often only vague knowledge within the community about the resources available from federal and provincial governments for projects in areas of family violence, substance abuse, and the youth at risk, among others. Communities would also do well to encourage senior levels of government to consider the value in working with community-based mechanisms committed to safer communities as a means of "spending smarter."

A safer community strategy demands significant commitments of time and effort from its initiators and supporters. This fact is owing largely to the diversity of participating organizations and programs, and to the variety of funding sources required for its different aspects.

Establishing a safer community strategy calls for staff to run meetings, disseminate materials, and maintain contact with member organizations. Frequently, the developmental phase has included exploratory research in the community. Some communities have sponsored community meetings or invited media participation. There is, of course, a necessity for administrative support to keep information flowing throughout the network. In short, it is crucial to ensure that the basic resources required to develop and nurture the program are in place.

Given the scarcity of resources available from senior levels of government for ongoing funding, most communities rely mainly on local resources. Cost-saving measures include sharing research and administrative support resources among participating agencies, calling on local educational institutions for consultation and research, rotating responsibilities among participants, and drawing upon the consultation, information, and other forms of support available from provincial and federal governments and relevant NGOs (see Appendix #2 on selected resources).

Maintaining Commitment to the Safer Community Strategy

When any new program begins, there is often a need to see good results right away. Quick and positive results are critical in consolidating community support for the project. Planning for longer term initiatives is important, but it must be paired with short term, practical activities.

The long term success of a safer community strategy also demands that the initiative

be part of an ongoing process that is accountable to the community. Thus, it is essential that participating organizations accept from the outset responsibility for implementing and sustaining the strategy.

If the community decides to create an organization like those in Surrey and Prince George to oversee the strategy, it is vital that the organization possess two key qualities. First, its structure should be such that members work closely with the community and the various supporters of the initiative. Second, the organization should focus solely on solving problems, rather than evaluating or auditing activities underway in the community. The essential point is that the coordinating organization must reach out in partnership with other community organizations and programs. And all of the partners should receive credit for the strategy's success!

APPENDIX 1

SELECTED CASE STUDIES REPRESENTING EMERGING COMMUNITY BASED SAFER COMMUNITY INITIATIVES

Case Studies

The following case studies describe the methods several communities across Canada are pursuing in efforts to develop safer community strategies that emphasize social programs. The communities have been selected for their distinctive approaches. Similar programs can be found in many other Canadian cities, including Winnipeg, Calgary, Vancouver, Halifax, and Montreal. The case studies note the major characteristics of the communities, outline specific development processes that have been pursued, and discuss briefly the state of planning and implementation in each community.

The key features identified in the studies include:

- The use by most communities of participatory methods to introducing the CPSD concept to the complete range of agencies and organizations that could be partners in a safer community strategy.

- Consultations and conferences organized by most communities to stimulate the interest and involvement of local agencies (the design of these processes varied considerably).

- Concerted efforts to enlist the participation of interagency mechanisms and related community development processes, such as healthy community projects.

- Expansion in some communities of existing organizations or creation of new organizations to facilitate a safer community strategy (the creation or expansion of organizations was intended to complement the work of local organizations.

Case Study One

SURREY

Background

Surrey, a quickly growing community in southwestern British Columbia. It has a population of over 226,000. It covers a large area, i.e. 126 square miles and includes five town centres: Whally, Guildford, Newton, Cloverdale, and the South Surrey/White Rock area. The community is a key through route from Vancouver to the U.S. It offers landing bases for Vancouver Island ferries.

Surrey has been experiencing considerable population growth of persons from various cultures, economic and social status. The community as in recent years experienced an increasing rate of crime. Some was the result of the activity of community residents. Much was the result of actions of transients -- bike gangs and others from Vancouver and other areas in the province. The community in fact gained considerable publicity as a major crime centre. While not actually the case by comparison with other communities of similar size, this did create concern and a desire of the local government to respond with a more effective crime prevention approach. The community, however, decided to consider approaches other than the high costs involved in extending its police force as the sole means of addressing their crime problem.

This interest was pursued by the community through introducing a number of strategies including expanded law enforcement services, the development of various self-help "opportunity reduction" organizations, and expanded and refocused services provided by various social services programs in the community.

Surrey is a community in which most organizations representing crime prevention, law enforcement and social development interests recognize their distinctive role and contribution to crime prevention. There are several examples of interagency cooperation focusing on specific problems, e.g. child sexual abuse or on services for specific neighbourhoods. The municipality is now becoming even more actively involved in social planning efforts through the efforts of a new committee of city council and new social planning staff.

Recent Activities

Development of Safer Communities Strategy - Surrey 2000

Surrey has recently become involved in an important exercise to increase awareness of their crime situation and to develop a comprehensive community-based response. The process employed was aimed at encouraging all those involved to examine their role in crime prevention.

Phase I - Surrey 2000 Public Consultation

In the summer of 1989, a major community consultation was organized. Under the leadership of a municipal councillor, and with the support of an advisory committee representing key community agencies, the process took the form of a public Commission of Inquiry. Members of the Commission included well known politicians, experts in crime prevention and government officials. Nearly 20 agencies and organizations representing law enforcement, social housing, social services, health, education, employment preparation, corrections, opportunity reduction, crime prevention and others participated.

Organizations were initially asked to do two things. The first was to provide a statement in writing as to their current programs related to crime prevention; their views on present and future community needs; and their assessment of the developments required to ensure a safer and healthier community. The second was to present these statements in a public forum to other organizations and individual citizens. Organizations responded enthusiastically.
They addressed how they might help to prevent crime, noted the frustrations and challenges they face in delivering their services in the community, and what governments could do to assist local agencies. Local media coverage of the event was positive.

The results of this experience were provided to all participants – a most valuable interagency information-sharing exercise. There was a strong will to more effectively plan and coordinate efforts across agency lines. In sum, the consultation met with tremendous success in providing participants with the opportunity to share information, to improve existing crime prevention networks, and to plan for the future. This knowledge was summarized in a report which was made available to participants. It acted ass the bases for a report from Surrey to the "Montreal meeting".

Phase II - Surrey 2000 Crime Prevention Conference

In the fall of 1989, a conference was organized by the City so that participants could become better acquainted with the crime prevention through social development theme and could examine further the way in which this theme fits into the Surrey community. Participants considered the results of the Montreal experience and the conclusions arising from the spring experience. Based on these inputs, the participants initiated an "Urban Safety Advisory Forum". Much of the discussion focused on the results of the summer consultations.

Phase III - The Urban Safety Advisory Forum

Based on the success of the consultation and the conference and the strong interest of agencies, the group responsible for organizing the spring consultation began developing a more comprehensive, coordinated, longer term crime prevention strategy for Surrey, known as the Urban Safety Advisory Forum. This group represents a loose group of many agencies, societies, and local organizations. This included the incorporation of crime prevention through social development activities. The process focused on the analysis of the existing community programs and organizational climate - with the intent of developing options for advancing Surrey's crime prevention response.

Where To From Here?

The recent creation of the Urban Safety Advisory Forum has provided the Surrey community with the vehicle for developing and nurturing crime prevention strategies. The Network is continuing to explore a number of crime prevention through social development strategies and to establish priorities for action.

The Forum has established a network of task forces with responsibility for developing specific strategies to address those major priorities identified by the Forum. These include:

- **Youth Task Force** - This group has considered the patterns of crime or hot spots in their community. They have conducted surveys with parent and your persons. They have developed a youth hot line and plan to address other youth needs.

- **Housing Task Force** - This group is addressing crime prevention through environmental design strategies. They intend to consider the social housing needs of the community.

- **Information Task Force** - This group, after assessing the information delivery systems in Surrey, have developed suggested actions to enhance availability of updated, relevant information on agencies and other programs for the community.

- **Substance Abuse Task Force** - This group with a "healthy community" philosophy is addressing means of avoiding substance abuse and means of improving rehabilitation services.

- **Police Task Force** - This consultative committee ties community interests to community police planning and different models of community policing are being considered.

This Urban Safety Advisory Forum meets regularly to examine the work of the task forces and to address community problems. It intends to continue to provide an active forum of interests, operate in a participatory democratic style, and address and employ means, e.g. task forces, on a time limited basis by issue.

Key Issues Requiring Attention

A number of themes arose from the Surrey 2000 experience. They include:

- The need for greater involvement of the community including voluntary organizations, private organizations, local government, and individual citizens in the planning, coordination, direction and provision of law enforcement and social development programs and services. This implies, among other things, greater decentralization of responsibility and resources from the province to the community.

- The need to recognize and address problems arising from the way in which certain service systems are operating, e.g. problems in the implementation of the Young Offenders Act, and in the availability of relevant rehabilitation services for offenders.

- The need to develop improved program and service responses in the community, including prevention, early intervention and treatment responses. The range of interests includes social development programs and services, e.g. counselling, recreation, employment preparation, crisis intervention, and mental health services (directed to everyone or to those "at risk", such as street kids) as well as expansion or continuation of various law enforcement and opportunity reduction programs.

- The need to improve the means whereby agencies and organizations can coordinate their efforts and collaborate in developing an effective community response. This includes interest in conducting relevant program evaluations, developing or supporting means of interagency sharing, and coordinating program planning and service delivery activities.

Case Study Two

PRINCE GEORGE

Background

Prince George is located approximately 90 km from the geographic centre of B.C. It is the major centre for northern and central B.C. and is proud of its title "B.C.'s Northern Capital".

It is a city with a population of approximately 70,000 people and is a relatively isolated community. The economic base of Prince George is the Forest Industry, although Mining, Manufacturing, Petroleum and Chemical Products, Transportation, Health, Education and many other service sectors play an important part in the economy. The City has a higher average income than Kelowna, Kamloops, Vancouver, Port Coquitlam, Surrey and Victoria, and close to 20% of the population is between the ages of 25 and 34.

The community is young, relatively affluent, active yet relatively isolated community. However, as in all communities, there is another side to life. Prince George has social problems that are common in similar sized communities across the country. These problems include family breakdown, physical violence, sexual abuse, alcohol and drug abuse and petty crime.

Again, in common with other communities, criminal code cases and policing costs are growing faster than population growth or the rate of inflation. Of particular concern has been the fact that 20% of the City's annual operating budget was committed to law enforcement.

Recent Activities

<u>Creation of a Community Social Development Board</u>

In recent years, the community of Prince George has been actively involved in examining the nature of their crime problems and attempting to come to grips with the perceived limitations of the police and the criminal justice system. This situation was of particular concern to the Police Liaison Committee of City Council, a Committee made up of The Mayor, two Aldermen, Administration and RCMP representatives. The committee discussed various alternatives to ever increasing numbers of RCMP

members, including the concept of Community Based Policing. Concurrent with the work of the Prince George Police Liaison Committee, three City committees were working on the issues of Downtown Social Concerns, City Centre Revitalization and the needs of Youth.

A series of initiatives authorized by the Prince George City Council were carried in 1989. These initiatives resulted in reports and recommendations by "The Mayor's Task Force on Downtown Concerns", "The Mayor's Committee on Youth", and "The City Centre Concept Committee". The results of these Task Forces echoed the concerns expressed by the Police Liaison Committee. The reports released by the Task Forces stressed the need for (1) more social interventions and (2) a larger and more effective coordination effort of major agencies within the community.

These four reports addressed separate and somewhat distinct issues in the community, but a common theme emerged from each of them. There existed a need for strategic resolution of social issues and for programs to be coordinated. There was also a need for improved communication between the social services delivery agencies.

It was the opinion of the Police Liaison Committee that a partnership between local government, the police, business community, social housing, health, education, employment service agencies and youth organizations, could have an impact on the social development of the community and reduce the rates of urban crime and violence while improving the social climate and livability of the City.

It was, therefore, recommended to City Council that a "Community Social Development Board" be established to develop strategies for social development which will lead to more effective crime prevention in the community over the long term.

It was further recommended that the Board would:

(a) Focus on assessing the community's overall needs in dealing with existing or potential social and related problems;

(b) Become involved in the development of comprehensive program strategies, including law enforcement, crime prevention, social development and behaviour modification programs, suited to the community profile and nature of specific social and related problems; and

(c) Attempt to develop comprehensive strategies which call on the response of those organizations represented on the Board, others in the community and the general citizenry of the community, seeking to encourage and support collaborative, cooperative, inter-agency planning and action.

The Community Social Development Board has been established with representation from the following agencies: Ministry of Social Services and Housing; The City - Mayor and Planner; RCMP; School District #57; Indian Friendship Centre; Northern Interior Health Unit; Provincial Court; Crown Prosecutor; Employment & Immigration Canada.

The Community Social Development Board will continue to work and consult with community groups. Its role is largely to draw in and encourage community participation and to develop a good rapport with other related community activities, e.g. the healthy community project.

Where To From Here?

The Community Social Development Board is currently involved in the planning of a number of activities concerning its future strategies including:

- Meetings designed to elicit further support for the theme;
- An examination of the way in which the Board might evolve, how its terms of reference should be refined;
- Continued information sharing;
- The staffing and public launch of the Board; and
- The establishment of priorities and a selection of a series of issues to be dealt with that are "doable" and are of utmost concern to the community.

Case Study Three

KELOWNA

Background

Kelowna is a rapidly growing lakeshore community in the Okanagan Valley, located in southwestern British Columbia. It is the third largest city in the province, hosting many tourists in summer months. It is well known for its fruit industry and as a popular retirement area. Kelowna is the regional centre for both hospital and college and university facilities. It is awaiting construction of a hotel and convention complex adjacent to a 25-acre waterfront park to add to its community facilities.

The community has good services and community resources. Kelowna has for some time been developing innovative community responses to various crime problems. During the 1970s, Kelowna adopted a range of crime prevention strategies, including opportunity reduction and target-hardening measures. The community committed itself to preventive action, especially among young persons. At that time, the community confronted a marked increase in juvenile crime, particularly small theft. A preventive counselling service was developed under the Kelowna Youth and Family Services Agency for children under age 12 and their families. Initially, referrals were made primarily by the local RCMP detachment, but as awareness of the resource grew, alongside the population of the city, less than a third of referrals were made by the police. The majority of referrals now come from community agencies, schools, health care professionals, and self-referrals.

In an attempt to find an alternative way of dealing with these young people, the community conducted a survey among children under age 12 in conflict with the law, together with a group of recidivists. The survey results showed most offenders to be males whose patterns of minor lying and stealing usually began in the home at early ages. The results pointed clearly to the need for early intervention and primary prevention strategies.

A Community Awareness Day, organized by the Kelowna Youth and Family Services focusing on honesty was very well received. Throughout the year, KYFS carries out primary intervention through individual and family counselling.

In 1986 and 1987, Kelowna experienced riots in the downtown, coinciding with the Annual Community Regatta. This event had been held for the past 80 years, but after the second riot, City Council cancelled all future regattas. A Riot Task Force was appointed subsequently. One of the its recommendations was that some action was

needed to restore a sense of pride in the city. A Kelowna Pride Committee was established, drawing its membership from a variety of community organizations. Among the most successful of its activities was the Kelowna Pride Walk, which coined the slogan, "We love Kelowna". Citizens of all ages were encouraged to come downtown to walk on a Friday or Saturday summer evening and be entertained by local community groups. Over the three-year life of this program, the downtown core of Kelowna has been reclaimed from an undesirable and rowdy element, so that summer evenings now see families, seniors, tourists and young people comfortably sharing the downtown. Another important aspect is that RCMP foot patrols are a visible presence in this part of the city.

Recent Activities

Creation of a Municipal Committee on Crime Prevention

In 1989 Kelowna established a committee to develop crime prevention strategies. It is composed of representatives of the RCMP and community organizations and is chaired by an alderperson. The committee is to take leadership in local crime prevention and develop a comprehensive safer community strategy. A short-term goal is to reduce trouble in the downtown core, and in the longer-term to launch a primary prevention project to reduce juvenile crime. Their intent is to ensure that the strategy, while tackling Kelowna's immediate needs, will also address longer term requirements. Factors such as shifts in social demography and the opening of a new super highway from Vancouver will be considered.

A variety of methods were employed to identify sources of criminal activity and community response. Community crime rates were analyzed, the views of citizens and merchants as victims were solicited; and community agencies were asked what crime prevention responsibilities they had. Through the committee's leadership, a participatory conference assembling representatives of community agencies and organizations was convened.

Introduction of Crime Prevention Through Social Development

The conference, sponsored by the Crime Prevention Committee of city council, attempted to deepen understanding of the main community problems. The conference employed a technique known as a "search conference" to achieve this goal. In preparation for the conference, the planners determined that the primary need was to arrive at a shared appreciation of the crime problems and their prevention. Participants were selected carefully from interest groups representing all ages -- from seniors to

youth, from police, and the legal community, and from business and resident's associations.

The conference produced results in several areas. It identified as central concerns in Kelowna drug and alcohol abuse, nuisance behaviour in the downtown, family problems (e.g., violence and breakdown), an ineffectual criminal justice system, and disagreement about Kelowna's identify and youth problems including various forms of anti-social behaviour, e.g. vandalism. In the process of defining an ideal future for the city, participants stressed the importance of community ownership of its problems, increased cooperation among service agencies, support for family values, and the need to fashion an integrated community program. Participants then explored different organizational methods of realizing the community's ideal future.

Where to from Here?

The Search Conference can take several directions as follow-up action. The groups involved in the conference are excellent resources for the Crime Prevention Committee. Two major recommendations concerning the establishment of a Social Planning Council or a Community Development Task Force require further consideration. Other issues such as the establishment of a "Court Watch," a Youth Committee and further development of a statistical database on patterns of alcohol and drug use also need to be considered by the Committee.

In any event, a solid base has been built in the community for the Committee to consult with to determine directions and develop initiatives for the future. Recommendations for further action are expected to go before City Council for endorsement and funding in the near future.

Case Study Four

OTTAWA

Background

Ottawa is a relatively safe and stable community. The municipal government is situated within a regional government structure. As the capital of Canada, Ottawa has a strong federal presence and an awareness of itself both as a national centre and as a community in its own right.

Ottawa is also a major city in Ontario, with a population of approximately 302,000. The largest sector of the population is between the ages of 22 and 39, with the youth population (0-19) constituting almost 21 percent. Ottawa is perceived generally to be relatively prosperous and well educated. The average household income in 1986 was about #38,000, among the top three cities in Canada. The unemployment rate has historically been low and is currently at 5.4 percent, well below the national average of 8.6 percent. Poverty is not extensive in Ottawa, but the gap between the rich and the smaller number of needy is large. Ottawa is home to two universities and one community college.

Ottawa's crime rate is considered low for a city of its size (133 incidents per 1000 population), with the majority of cases (73 percent) involving property crime. The violent crime rate is comparable to the national average (eight percent). According to police, many of Ottawa's crimes are drug-related.

Nonetheless, crime problems of great concern to the Ottawa community include drug trafficking and abuse, anonymity among neighbours, and the growing gap between those who feel safe and those who feel unsafe. It is clear that crime problems are community specific and localized to particular areas of the city. For example, there are proportionately higher rates of crime within communities such as social housing developments that have a higher concentration of social, economic and family problems.

Recent Activities

In an effort to respond to major crime problems in Ottawa and to develop a safer, more caring community, several initiatives have been launched, including:

Mayor's Task Force on Drug Awareness

In January 1989, Ottawa's Mayor appointed a "Task Force on Drug Awareness" to examine and report on the extent of illicit drug use in Ottawa and surrounding municipalities. Recommendations were made concerning public awareness, treatment facilities, general policy and enforcement, and structure and management of the present service system. The recommendations give guidance on how to reduce substance abuse and prevent the drug problem from increasing.

"Liveable Communities" Initiative

This initiative acknowledges that local government and communities play a central role in community health through their actions in such areas as recreation, community services, education, housing, and economic opportunities. The initiative is rooted in the concept of interagency cooperation and the belief that strategies should originate at the local level to respond to local needs.

Youth in Conflict with the Law Working Group

The working group brings together representatives from the juvenile justice system and community agencies and organizations who work with youth at risk or in conflict with the law. The goal is to examine services currently available for young offenders and youth at risk, and explore what the community can do to provide more effective programming.

Crime Prevention Council of Ottawa

The Crime Prevention Council of Ottawa is a municipally based organization whose goal is to prevent crime and reduce the fear of crime. The Council aims to accomplish these goals through the following objectives: public education, about crime prevention; community participation and leadership in crime prevention activities, with an emphasis on youth involvement; and partnerships for the prevention of crime within communities. Membership of the Council is made up of a variety of interested parties including, government representatives, social planners, criminologists and criminal justice policy analysts.

The Council has embarked recently on initiatives intended to further local commitment to a safer community strategy, especially where it concerns social program intervention. These efforts have included:

- promoting and facilitating interagency, multidisciplinary perspectives on crime prevention, specifically on issues such as family violence, social housing tenant concerns, and youth at risk.

- sponsoring events where planners can share information about the roots of crime in the community. The intent is to demonstrate to the police, social, health and city planners the value of pooling their collective understanding of neighbourhoods before defining policies and programs.

- initiating contacts with key social, health, education and social housing organizations responsible for services and planning for Ottawa with the intent of encouraging greater information sharing, and collaborative planning.

Where to from Here?

A recent report prepared by the Ontario Association of Corrections and Criminology highlighted what the Crime Prevention Council believes is needed in Ottawa with respect to crime prevention. The report outlined three main issues to be addressed:

- "commitment to an interdisciplinary approach to defining the problems of crime and safety;

- strategies to encourage local communities to grapple with their own crime and social problems;

- a built-in process to provide communities with accurate information on social and criminal indicators in their neighbourhood to allow them to make informed decisions about the degree protection they need."

The Crime Prevention Council intends to pursue these goals through various initiatives.

Case Study Five

EDMONTON

Background

Edmonton has a population of over 600,000. In 1984, approximately 66 percent of the population was under age 35, and in 1981, approximately 20 percent were born outside Canada. The economy of Edmonton, like that of Alberta, is based largely on a limited variety of raw resources. This constraint has created a fairly unstable economy that fluctuates relative to the prices of a few commodities. Owing to the province's experience of economic recession during most of the 1980s, many health and social programs are having difficulty meeting needs with current budgets, and unemployment has increased.

The city of Edmonton has addressed vigorously social issues such as the needs of native young persons. A complete interagency social needs study was coordinated by the Social Planning Council. Conferences and workshops have scrutinized various social issues, from child poverty to family support programs. In addition, the community has launched an active healthy community project.

Edmonton has built up a modern police department that provides one of the best victim support services in Canada. Providing such a service has required an extensive community policing project with officers involved at the neighbourhood level. The project has undergone a major evaluation and been deemed highly successful.

Interagency activity is evident at a senior level across the city, and at the neighbourhood level. Extensive interagency coordination focuses on many issues, including youth problems (e.g., need for emergency shelters, drug abuse, teen parents), parenting programs, family violence, and sexual abuse.

Recent Activities

Community Consultation on Crime Prevention Through Social Development

In the fall of 1989, Edmonton sponsored a community consultation on crime prevention through social development. This consultative process initially involved over a dozen community agencies, including the police, social services, frontline and outreach agencies. The purpose of the initial meeting was to introduce CPSD, discuss concerns

about the concept, and explore how it can fit into the context of the community and its organization's.

Each agency had an opportunity to discuss with other participants what it does and the problems it has identified in attempting to fit the CPSD concept into its organizational structure.

Most of the participants agreed that further explorations of how the CPSD concept might fit into the Edmonton community were worthwhile. In an attempt to broaden the information base and to get more people involved, a researcher was brought on board. The researcher provided each agency with information about the concept of CPSD and helped formulate key questions to explore the relevance of CPSD to the agency. The researcher interviewed agency representatives and prepared a grid situating each agency within the CPSD concept.

A report was prepared by the researcher based on the interview results. A series of recommendations were presented for consideration at a community meeting of representatives of some 35 community agencies. Recommendations included:

- the creation of a body to pilot strategies and activities emphasizing social development directed at crime prevention;
- community-based demonstration projects;
- additional funding requirements; and
- mandating a specific organization to advance action on social development strategies for crime prevention.

Where To From Here?

The recommendations in the research report were later picked up by a voluntary group interested in continuing the process begun by the consultations. The group proposed that a mayor's task force be struck to coordinate a strategy that would work toward a safer city. The mayor and council agreed and the task force is being organized. The Agenda for Safer Communities, endorsed by the FCM will guide the activities of the task force and it will complement the work of the Inner City Crime Task Force.

Case Study Six

VICTORIA

Background

The city of Victoria is at the centre of an urban area comprised of nine other independent municipalities and bounded by the Pacific Ocean. The capital of British Columbia, Victoria's population of 67,000 makes up a quarter of the Capital Regional District. Victoria's temperate climate and lack of industry make the city very attractive to Canadians seeking an escape from harsh climates and the stresses of larger urban centres. These conditions make it a popular retirement site -- retirees make up almost 25 percent of the city's population.

Eighty-four percent of all Victoria citizens identify English as their mother tongue. The balance of the population is Chinese, East Indian and European heritage. Victoria is home to the majority of employers in the region, so that the city swells each weekday as some 30,000 people travel the downtown to work or shop. In many respects, Victoria has a permanent and a transient population base, with both groups expecting equal security and safety in the city.

Like most Canadian cities, Victoria was hit badly by the recession of the early 1980s. High unemployment contributed to higher crime rates. While the shrinking tax base reduced the monies available to combat crime. Thus the police were asked constantly to do more with less. The city's crime rates rose by 31 percent between 1980 and 1985 while the police force was reduced by 11 percent. Victoria's crime rates for household and personal theft, residential and business break and enter and auto-related theft far outdistanced those of other Canadian municipalities. The city's reputation as a safe and relatively crime-free environment disappeared quickly during the first half of the 1980s.

Much of the current concerns about crime in Victoria is owing to the drug trade along the Pacific coast; increased fear of crime among the elderly; and a perceived increase in the number of youth hanging around the downtown core.

Recent Activities

The Community Police Station Model

Victoria adopted recently the "Community Police Station Model" after a series of

community forums at which the public expressed general satisfaction with city police, but requested a greater and more visible daily presence of the police. The new model was selected because it allowed the police an easily accessible, permanent presence in each neighbourhood, it permitted each station to focus on crime prevention issues unique to its neighbourhood, finally, the model provided a location to discuss crime concerns and implement programs in consultations between citizen's groups and the police. In essence, the new policing model created a means for citizens to become involved in local security in a structured and productive manner.

Interagency Networking

In recent years Greater Victoria has put great effort into establishing interagency networks. Collaboration in solving complex social problems has included community-based policing. It encompasses many interested organizations and local politicians in a series of crime prevention measures, an element of which is the Capital Region's comprehensive "Healthy Communities 2000" project.

A Community Forum on Crime Prevention Through Social Development

The idea of crime prevention through social development has had an energetic response in Victoria. Meetings of community leaders have explored how Victoria might apply the concept. CPSD is as supportive of the positive efforts of local citizens and organizations to combat crime and as another "window" through which to build a healthy and safer community.

A community forum was held to increase local awareness and commitment to CPSD as part of a safer community program. Key issues were identified and the forum received wide coverage by the media.

Where to from Here?

Out of the community forum came a commitment to incorporate the CPSD concept into healthy community projects and into the planning perspectives of relevant interagency mechanisms. In addition, the police announced their intention to apply the CPSD concept to community policing programs.

Case Study Seven

REGINA

Background

Regina, a prairie city of some 180,000 citizens, is the provincial capital and the business centre for southern Saskatchewan. It serves a large agricultural sector and is a major distribution centre for manufacturing, steel, potash, oil and gas, as well as home of the world's largest grain-handling co-operative.

Regina's 110 square kilometres represents a dynamic cross-section of cultures, ages and income groups. Over the next decade, Regina will face major social, economic and policing challenges. The city will have an increasingly older population, while continuing to be home to a large and young aboriginal population. A weak provincial economy and several years of poor crops have stimulated substantial migration from rural to urban areas. Increasing unemployment rates and poverty are attributable to the weak economy.

Regina's street crime consists mainly of minor offences and often involved alcohol and drug abuse. Property crimes including break and enter are typical, as are petty theft and fraud. Major crimes such as child abuse and family violence are also important problems. Regina has taken steps to address crime problems over the past decade and homicides have shown a slight decrease since the early 1980s.

Recent Activities

Regina's current approach to crime prevention has evolved over the past 20 years. All municipal initiatives are based on the principle that active citizen participation is needed; empowering communities to work with the municipal government ensures local commitment and support.

The Mayor's task forces are another element of the municipal government role in crime prevention. They address issues of aboriginal people, women, disability, the elderly and poverty. The task forces have identified several pressing areas of crime prevention.

The city provides financial subsidies and human resource support to community-based, non-profit organizations that offer social services to people in need. These include a mobile family crisis service, youth organizations, and feeding programs for the hungry, among other services. Another development has been the adoption of a policy that

endorses the concept of community-based policing. The policy reflects a changing policing style aimed at better integration with the community.

The programs and policies outlined above have yielded numerous benefits to Regina.

For example, crime prevention has become a fundamental part of urban planning.

Another outcome has been recreation and leisure initiated by the seminars and workshops on such matters as personal and property crime prevention for seniors.

Introduction of Crime Prevention through Social Development

After attending the Montreal Conference on Urban Safety in October 1990, the mayor and other city representatives decided to launch a community process to develop an urban safety and crime prevention strategy for Regina. The process followed three stages:

1. Establishing a Steering Committee

The steering committee is chaired by the Mayor, and includes a family and youth court judge, the city's director of urban planning, a private lawyer and a representative from the private sector. With the aid of the social planning council project staff and seconded staff from the city, the committee has overseen the formulation of a safer community strategy.

2. Community Conference

The steering committee hosted a conference in the Spring of 1990 of over 120 community people representing police, social services, education, planners, government, Indian and Metis organizations, women's groups and businesses. The objective was to explore ways to make Regina a safer and more caring community. Conference participants heard speeches by experts and engaged in group discussions. At the end of the conference, the participants agreed to work together on ten different issues. A conference report was to be distributed to participants.

3. Follow-up

Conference delegates engaged themselves in working groups that would research and put into shape action recommendations on the key issues underlying a safer community strategy in Regina. Other parties from across the community have also joined the

working groups. The key issues included education and literacy, poverty, native justice, family violence, urban planning, community justice alternatives, substance abuse, the workplace, cross-cultural understanding, and the role of the media.

Where to From Here?

The steering committee will coordinate the efforts of the working groups, which are meeting until Fall 1990 to identify concrete actions in areas of common concern. The steering committee is also planning a second community conference. It will focus on the findings and recommendations of the working groups. The goal is to create a comprehensive urban safety and crime prevention strategy for Regina, and concrete processes for ensuring that conditions leading to crime are addressed by the community. Although existing organizations will take much of the responsibility for implementing the strategy, Regina may establish an urban safety and crime prevention council to oversee implementation of the strategy.

APPENDIX 2

SELECTED RESOURCES

Resource Centres

Canadian Criminal Justice Association
55 Parkdale Avenue
Ottawa, Ontario
K1Y 4G1
(613)725-3715

Founded early this century, the Canadian Criminal Justice Association is an independent national voluntary organization working for an improved criminal justice system in Canada. The Association regroups some 1,500 members, representing citizens, victims, police officers, lawyers, judges, other criminal justice and correctional practitioners. The Association has been actively involved in developing and promoting the safer community philosophy through a number of publications, conferences and consultations (see resource list for publications).

Canadian Council on Children and Youth
55 Parkdale Avenue
Ottawa, Ontario
K1Y 4G1
(613)722-0133

The Canadian Council on Children and Youth is a national non-profit voluntary organization which addresses issues affecting Canadian children and youth. It draws upon its multi-disciplinary Board of Directors and the expertise and cooperation of other organizations to identify and research fields such as juvenile justice, child sexual abuse, youth employment, children's television and environmental health. The Council advocates better policies and programs in these and other fields. The Council has been actively involved in promoting the safer community initiative through conferences, consultations and publications. The Council is now involved in mounting a child enrichment program in a number of Canadian communities.

Canadian Council on Social Development
55 Parkdale Avenue
Ottawa, Ontario
K1Y 4G1
(613)728-1865

The Canadian Council on Social Development is an independent, national voluntary organization with an open membership made up of concerned individuals, social agencies, government departments, and labour and business groups. Since 1920, the Council has worked to improve the well-being of Canadians by providing research, policy analysis and advocacy in numerous social areas. It publishes books, reports and policy briefs on these topics, as well as three quarterly national newsletters (Vis-a-vis, Initiative and Overview) and a magazine, Perception. The Council has been actively involved in developing and promoting the safer community philosophy through a number of publications, conferences and consultations (see resource list for publications).

Federation of Canadian Municipalities
24 Clarence Street
Ottawa, Ontario
K1N 5P3
(613)237-5221

The Federation of Canadian Municipalities works to serve the needs and interests of the Canadian municipality. It links the communities of Canada in a national network and, through a dynamic program of conferences, projects and publications, provides the necessary basis for understanding, influence and action. The Federation was responsible for the Montreal conference. It is presently developing an extensive national safer communities program intended to support municipalities.

National Clearinghouse on Family Violence
Health and Welfare Canada
Brooke Claxton Building
Tunney's Pasture
Ottawa, Ontario
K1A 1B5
(613)954-0070

The National Clearinghouse on Family Violence, which opened in January 1982, provides information and consultation to anyone concerned with domestic violence; it gathers information on wife battering, child abuse (including child sexual abuse and incest), and

elder abuse.

National Victims Resource Centre
Department of Justice
Canada
Ottawa, Ontario
K1A 0H8
(613)957-4222

The centre is responsible for disseminating information to organizations and individuals interested in issues related to criminal victimization. The centre contains more than 3,000 bibliographic records, information on more than 500 Canadian victim services programs, and detailed records of more than 225 research and demonstration projects on the subject of victims.

Resource Publications

Canadian Council on Children and Youth, **Safer Tomorrows Begin Today**, Ottawa, 1989.

This booklet examines the promotion of safer, healthier communities through early investment in children. It highlights the findings of various research and longitudinal studies which identify children "at risk" and it provides examples of successful approaches for primary prevention.

Canadian Council on Social Development/Canadian Criminal Justice Association, **Crime Prevention Through Social Development: An Overview with Sources**, Ottawa, Canadian Council on Social Development, 1985.

This booklet is about reducing violence on the streets and in homes by addressing the social causes of crime. It examines examples of Canadian social programs in the light of the conclusions from research. It recommends several specific actions, including some reversals in service cutbacks and reinforcement of successful approaches.

Canadian Council on Social Development/Canadian Criminal Justice Association, **Crime Prevention Through Social Development: A Discussion Paper for Social Policy Makers and Practitioners**, Ottawa, Canadian Council on Social Development, 1985.

This booklet discusses the notion of reducing violence on our streets and in our homes by addressing the social causes of crime. The booklet, addressed to governments, voluntary agencies and individual Canadian, is intended to stimulate discussion and action on reducing crime by introducing targeted social programs, such as those aimed at improving the family, housing, school or work experiences of disadvantaged Canadians.

Canadian Criminal Justice Association, "Safer Communities: A Social Strategy for Crime Prevention in Canada", **Canadian Journal of Criminology**, Vol. 31., No. 4, October 1989.

This document traces the research basis supporting the need for a comprehensive strategy, emphasizing the essential place of targeted social programming. It argues for a series of actions in the area of social development policy and programs. It then calls on various groups, governments and the public to assume responsibility for realizing the various elements in the proposed strategy.

Federation of Canadian Municipalities, **The Agenda for Safer Cities**, Ottawa, Federation of Canadian Municipalities, 1989.

This document is the final declaration that was prepared at the end of the European and North American Conference on Urban Safety and Crime Prevention held in Montreal, October 10 to 13, 1989. The declaration proposes a concrete program of action to prevent property and violent crime, reduce the demand for drugs and decrease the feeling of insecurity in cities.

The Canadian Council on Social Development

Membership Information

AS A MEMBER OF THE COUNCIL,

- you support work aimed at improving our social and economic environment;
- you participate in a network of people who share your social commitment;
- you are continuously informed of innovative ideas and major developments as they occur.

YOU ARE ENTITLED TO:

- **Perception**, our bilingual magazine on social development;
- Three quarterly national newsletters
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  Initiative, serving the self-help community;
  Vis-à-vis, exploring developments in the field of family violence;
- Preferential rates for participation in Council conferences and workshops;
- Information on new publications;
- The Council's annual report;
- Voting privileges at annual meetings;
- 20% off our regular prices for books and reports.

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• Sustaining	$100
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• over $300,000	$200
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